UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/1991/32
15 March 1991

ORIGINAL: ENGLISH

Thirty-eighth session
3 - 21 June 1991, New York
Item 6 of the provisional agenda
UNFPA

SUPPORT

UNITED NATIONS POPULATION FUND

STATUS REPORT ON THE IMPLEMENTATION STRATEGY TO STRENGTHEN THE CAPACITY OF THE FUND TO DEAL WITH ISSUES CONCERNING WOMEN, POPULATION AND DEVELOPMENT

Report of the Executive Director

Summary

This report has been prepared in response to Governing Council decision 87/3 I, requesting the Executive Director to report on the implementation of the strategy to strengthen the Fund's capacity to deal with issues concerning women, population and development to the Governing Council at its thirty-sixth (1989) and thirty-eighth (1991) sessions. This request was reiterated in Governing Council decision 89/46 and decision 90/35 which noted, respectively, that the report should give particular attention to the impact of the strategy and should embody proposals for follow-up.

This report examines the implementation of the strategy focusing on developments during the past two years and makes recommendations for future directions based on the experience to date. The six principal activities that comprise the strategy -- revision of UNFPA project and programme procedures and guidelines; training of staff at all levels; closer coordination with other United Nations agencies; identification of experts to provide technical support; strengthening of the role of non-governmental organizations; and enhancement of the information support system -- serve as the framework for the analysis. This report also provides an overall assessment of the programmatic and organizational developments during the past four years that have had a significant impact on women, population and development activities at UNFPA, and concludes with a discussion of the future directions the strategy will take in the coming four years.

TABLE OF CONTENTS

		Paragraphs	Page
Introduction		1-5	3
I.	REVIEW OF IMPLEMENTATION	6-33	4
	A. Revision of UNFPA project and programme procedures and guidelines	10-14	5
	B. Training	15-19	6
	C. Closer co-ordination with United Nations agencies	20-24	7
	D. Technical support	25-27	8
	E. Strengthening the role of non-governmental organizations	28-29	9
	F. Information support system	30-33	10
II.	OVERALL ASSESSMENT	34-39	10
III.	FUTURE DIRECTIONS	40-46	12

Table

Expenditures for women-specific projects by region, 1986-1990 4

/...

Introduction

1. The Governing Council, in decision 87/30 I, paragraph 16, endorsed the adoption by UNFPA of a four-year strategy to strengthen the Fund's capacity to deal with issues concerning women, population and development and requested the Executive Director to report on the implementation of this strategy to the Council at its thirty-sixth (1989) and thirty-eighth (1991) sessions. In document DP/1989/36, the Executive Director provided the Council with a detailed account of the initial two years of the strategy.

2. This report covers the final two years of the strategy. It has been prepared as per decision 87/30 I, paragraph 16, and in accordance with subsequent decisions, namely, decision 89/46 A, 11, which requested that particular attention be given to the impact of the strategy, and paragraph A 18 of decision 90/35, which requested that proposals for follow-up be included in the report to the thirty-eighth session. The report is based on extensive consultations with organizational units at UNFPA headquarters and with field staff and reflects the deliberations of the Fund's internal Working Group on Women, Population and Development and the recommendations of the UNFPA External Advisory Panel on Women, Population and Development. In order to ascertain the views of the field staff, a detailed questionnaire was sent to all UNFPA Country Directors requesting their experience in applying the strategy at the country level. The high response rate and the comprehensiveness of the replies provided a clear picture of the factors that facilitated or hampered the implementation of the strategy. The respective regional consultations for Country Directors in the Asia and Africa regions, held in the fourth quarter of 1990, afforded further opportunity to elicit the opinions of the field staff.

3. As the Council is aware, UNFPA involvement in the area of women, population and development did not commence with the adoption of this strategy, but rather has been a hallmark of the organization since its inception. Cognizant of the empirical research indicating that improvements in women's status, particularly in education and health, had a beneficial impact on demographic variables, the Fund encouraged Governments to address this dimension in their population and development programming. In 1975, UNFPA issued guidelines for incorporating women's concerns into population and development activities, making it one of the first United Nations organizations to take such an initiative. Over the intervening years, UNFPA has deepened its commitment to the area of women, population and development, both in the allocation of financial resources and in the delineation of an explicit and multi-faceted four-year strategy.

4. As stated in the report of the first two years of the strategy, the objective of the four-year strategy is "the complete and total integration of women's concerns into all population activities and the increased participation of women in all projects supported by the Fund". The strategy was predicated on six principal activities: revision of UNFPA project and programme procedures and guidelines; training of staff at all levels; closer co-ordination of activities with other United Nations agencies; identification of experts to provide technical support; strengthening the role of non-governmental organizations (NGOs); and enhancement of the information support system.

5. This report examines the implementation of the strategy, paying particular attention to its impact and making recommendations for future directions based on the experience to date. The six principal activities that comprise the strategy will serve as the framework for the analysis.

I. REVIEW OF IMPLEMENTATION

6. Before proceeding with a detailed examination of each of the principal activities of the strategy, it would be useful to consider the general impact of the strategy and developments that have occurred during the period under review. The UNFPA strategy has certainly increased awareness among the Fund's staff of the vital linkage between ameliorating the status of women and sustaining development initiatives. Skepticism regarding the utility of expanding the role of women in development activities and initial feelings among staff that such an approach constituted simply an "additional task" in the project formulation process have yielded to a solid conviction that such an approach is absolutely necessary. As a result of various training and awareness-creation activities, considerable strides have been made in "knowing why" it is important to integrate women in all aspects of programming. However, much more work is needed in "knowing how" to translate this conviction into viable operational initiatives. Indeed, the need to put the "women, population and development" dimension on a firm operational footing is a major challenge for the coming years.

7. It can readily be demonstrated that the delineation of a strategy, backed by strong organizational commitment, has resulted in a significant increase in the expenditures for women's projects (activities in the work plan category 710-714). As can be seen from the table below, spending increased from $1.2 million in 1986, the year prior to the adoption of the strategy, to $8.6 million in 1990. Thus, for the period 1986-1990, UNFPA expended $18.2 million on 206 projects directly addressed to women. Of this amount, approximately 55 per cent went for action programmes and 33 per cent to training activities; the balance was allocated to research and awareness-creation activities.

Expenditures for Women-specific Projects by Region, 1986-1990

REGION	1986	1987	1988	1989	1990 a/	1986-1990
AFRICA	149,512	440,450	443,800	1,354,479	2,424,638	4,812,879
ASIA	232,740	426,234	257,131	938,980	2,139,188	3,994,273
ASE b/	154,424	349,193	345,300	944,803	1,801,677	3,595,397
INT c/	355,650	264,367	713,540	952,354	1,224,502	3,510,413
LAC d/	265,738	299,518	229,209	467,023	985,255	2,246,743
TOTALS	$1,158,064	$1,779,762	$1,988,980	$4,657,639	$8,575,260	$18,159,705

a/ Figures for 1990 are allocations.
b/ Arab States and Europe.
c/ Interregional programme.
d/ Latin America and the Caribbean.

Source: UNFPA MIS

8. This seven-fold increase for projects specifically addressed to women was paralleled by a rise in expenditures for women's concerns in other work plan categories. This included, among other things, an increase in the number of women trained as part of maternal and child health and family planning (MCH/FP) programmes, the growth in female participants in population dynamics activities and the growing volume of research under various work plan categories that addressed topics germane to improving women's

role and status. This rise in activities is evident in project documents, monitoring reports, and reports of UNFPA field staff, who have redoubled their efforts to involve women in all UNFPA-supported activities. Unfortunately, because of the way UNFPA records expenditures, it is not possible to isolate the amounts spent on women within the various work plan categories. Consequently, the figure of $18.2 million expended for the 1986-1990 period is an underestimate of the Fund's actual resources channeled to women, population and development and related activities.

9. In order to assess the achievements and deficiencies of the four-year strategy, it is necessary to examine the progress that has taken place during the final two years of the strategy in each of the six major activities that comprise the strategy.

A. Revision of UNFPA project and programme procedures and guidelines

10. As noted in document DP/1989/36, the Fund revised its sectoral policy guidelines and checklists, as well as its Guidelines for Project Formulation and Appraisal, to make these documents more gender sensitive. Moreover, UNFPA updated the Guidelines on Women, Population and Development in order to give more precise guidance on the types of activities UNFPA would support. A reporting form on "Gender Considerations in Project Development" was also issued with the understanding that it would be attached to all projects submitted to headquarters for approval. In 1989, the Fund issued a training manual, Gender Analysis for Project Design (available in English, French and Spanish), which presents case studies of UNFPA projects that have been reworked to be more responsive to women's concerns.

11. During the past two years, UNFPA has embarked on a number of initiatives that have significantly enhanced the capacity of the Fund to deal with issues concerning women. Perhaps the most important of these is the Programme Review and Strategy Development (PRSD) exercise. This holistic approach to country-level programming rests on analyzing population and development trends and initiatives in the context of a country's macro-economic and socio-cultural environment and developing a strategic framework to guide future programming. The PRSD approach, operative since 1989, represents a major step in "mainstreaming" women into the development process. The analysis of a country's past programme, for example, helps to assess how well the programme has factored women into the development equation. The PRSD mission team is composed of highly qualified technical specialists, including an expert on women and development. In addition, the terms of reference require that all team members address women's needs in all sectors and not simply in activities specifically designed for women. Since the PRSD mission works with various ministries and meets with high-level government officials, it offers an excellent opportunity to stress the importance of launching appropriate operational initiatives responding to women in development (WID) issues. The PRSD mission report represents a major contribution to the knowledge of women and development and often provides baseline data that can be used to help measure the impact of various interventions on women.

12. Another procedural change during the past two years that has been instrumental in promoting responsive programming with respect to women, population and development has been the expanded decentralization of approval authority to the field. This enables Country Directors to react in a more timely manner to proposals by local women's groups and to take the initiative in identifying opportunities where the infusion of UNFPA funds could result in greater visibility for women's concerns in the context of an ongoing activity. This new emphasis on field-level programming has also enabled Country Directors to establish a variety of mechanisms to assure quality programming. In Indonesia, for example, the Country Director has set up a panel, made up of highly qualified local consultants, which screens major pipeline projects to ascertain if they respond to women's concerns and promote women's interests. This review, done

at the beginning of the programming cycle, represents a serious attempt to incorporate gender concerns into the entire country programme, rather than simply confining this aspect to a few discrete women's projects.

13. Although the Fund has made extensive efforts over the past few years to revise policies, guidelines and checklists, responses from headquarters and field staff indicate that more needs to be done. The integration of women into all aspects of population and development programming still remains, for many, a murky area and a disquieting challenge.

14. In response to staff requests for practical tools to assist them in this task, the Fund has recently issued Incorporating Women into Population and Development: Knowing Why and Knowing How. This publication (available in English, French, Spanish and Arabic) specifically addresses each of the Fund's work plan categories from the women's perspective and seeks to bridge the gap between being aware of women's concerns and translating this awareness into actions. It is a practical guide to enable those associated with UNFPA programming -- UNFPA staff, technical experts, staff of executing agencies and national counterparts -- to enhance the participation of women in the design and management of population and development initiatives. It contains material to support advocacy and gives guidance for drawing up a "gender-impact statement". Incorporating Women into Population and Development will be used in UNFPA training courses, and it is anticipated that it will help bring about a more effective inclusion of women in all aspects of UNFPA programming.

B. Training

15. During the period of the strategy, UNFPA has undertaken a variety of training activities in the area of WID. Some of these were conducted exclusively for UNFPA staff, while others were held jointly with staff of partner United Nations organizations such as members of the Joint Consultative Group on Policy (JCGP). Initially, many staff had some reservations about the training, feeling that no special preparation was necessary to carry out gender-responsive programming. This skepticism soon waned, however, and there has been enthusiastic demand for such training ever since. This positive response to gender training occurred in part as a result of the overall emphasis that UNFPA is now putting on staff training. The establishment of a Training Unit in 1990 signaled the Fund's commitment to training staff at all levels in the substantive and procedural aspects of the organization's work. Gender training has now been incorporated as a regular component of all UNFPA training for field staff -- Country Directors, International Programme Officers and National Programme Officers (NPOs). During 1990, UNFPA funded two intensive (two-week) training courses for NPOs and project personnel, designed and carried out by the Royal Tropical Institute in Amsterdam, the Netherlands.

16. At this juncture, UNFPA recognizes that solid training in the area of women, population and development is as essential as it is difficult to provide. A review of past training initiatives revealed that, despite the enthusiastic demand, there was a sense of dissatisfaction among participants. Several felt that the courses they attended did not mesh with their needs. ("It was fine for project formulators, but most of us Country Directors seldom write project proposals.") Others, particularly headquarters staff who have attended women-in-development training at UNDP, note that the UNFPA sessions are informative but are "too broad" and "do not equip us to deal with the UNFPA mandate". While participants acknowledged that gender-awareness training had been instructive, they have strongly expressed their unmet need for practical approaches that will enable them to identify how they can routinely incorporate the women's perspective into their UNFPA work.

17. The UNFPA experience with women-in-development training is not unique. At a consultation of WID Focal Points of the principal United Nations organizations, convened by the Government of Norway in October 1990, there was a consensus that while training has contributed to gender awareness, there is a wide gap between gender sensitivity and the actual implementation of gender-sensitive programming.

18. Recognizing the critical need for appropriate training as a prerequisite for sound operational work, UNFPA will tailor its training programme to provide practical instruction in how to incorporate women into the Fund's principal programming areas. Based on its positive experience with the UNFPA training courses at the Royal Tropical Institute, the Fund has requested the Institute to design and implement the initial phase of this training initiative. The training package will be composed of a series of discrete modules geared to the specific needs and functions of staff at various levels and to others involved in the execution of UNFPA-assisted programmes. One of the modules, specially designed for UNFPA senior-level staff, will emphasize advocacy skills.

19. Experience in implementing the strategy has demonstrated that national counterparts are a vital link in carrying out effective women, population and development programming. This cadre will, therefore, be an important target group for this training. UNFPA is equally convinced that institutions in developing countries must become integral components of this training programme, providing instruction specially designed for national staff. Thus, after an initial trial run at the interregional level, subsequent courses will be held at the regional and country levels in collaboration with local institutions. An aim of the programme will therefore be to strengthen local institutions so that they will eventually be able to assume the responsibility for conducting such training.

C. Closer co-ordination with United Nations agencies

20. Collaboration with agencies and organizations of the United Nations system has intensified over the period of the strategy. This has been greatly facilitated by a shared commitment to the implementation of the Nairobi Forward Looking Strategies for the Advancement of Women and by a recognition that the formidable task of "mainstreaming" women into the development process could be accomplished only by concerted, coordinated efforts of all United Nations organizations.

21. UNFPA has cooperated with its partner organizations in both procedural and substantive matters in the area of women and development. It has helped to organize and has participated in various JCGP training initiatives and has taken an active part in the ad hoc Inter-Agency Meetings (IAM) organized by the Division for the Advancement of Women of the United Nations Office at Vienna. During the past two years, UNFPA, along with the United Nations Children's Fund (UNICEF), has been actively involved with the United Nations Statistical Office in the preparation of a monograph, due to be released in June 1991, entitled The World's Women, an analysis of the socio-economic changes that have taken place in the status of women throughout the world between 1970 and 1990. The Fund has also collaborated with the World Health Organization (WHO) in the preparation of guidelines on AIDS as related to the provision of MCH/FP services. UNICEF, WHO and UNFPA have issued a joint publication on Adolescent Reproductive Health, which calls particular attention to the health needs of girls and young women. Recognizing the critical linkages between women, population and the environment, UNFPA selected this theme for its 1989 Ad-hoc Inter-agency Consultation Meeting (IACM) on Population. Several agencies presented papers on this theme, and the discussions focused on how a better understanding of these interrelationships could lead to more appropriate operational activities. During the past two years, UNFPA launched co-operative efforts with the United Nations Conference on Environment and Development

(UNCED), the United Nations Research Institute for Social Development (UNRISD) and the United Nations Development Fund for Women (UNIFEM) in various research and information-dissemination activities addressing the pertinent interlinkages in the areas of women, population, development and the environment.

22. Aware of the critical need for research and training if women are to figure more meaningfully in social and economic development, UNFPA has cooperated with several United Nations agencies and international organizations to further progress on these fronts. The Fund has worked with the United Nations Population Division on research addressing the interrelationships between the role and status of women and various demographic processes. As part of this activity, UNFPA sponsored an expert meeting on "Women in International Migration", an area of growing importance. The deliberations at this meeting, held in San Miniato, Italy, in March 1990, underscored the dearth of gender-specific data on migrant women and highlighted some of the social and economic dislocations women encounter in the course of migrating. In cooperation with the Division for the Advancement of Women, the Fund held a regional meeting for the countries of francophone Africa that examined the impact of demographic trends, socio-cultural values and economic conditions on the status of women. This regional meeting, held in Lomé, Togo, in May 1990, was particularly notable because it drew on local universities and NGOs for the preparation of discussion papers and provided participants with a framework for follow-up actions at the country level. With regard to the training of women nationals, UNFPA has, during the past two years, been working closely with UNDP, the Arab Gulf Fund for the United Nations Development Organizations (AGFUND) and the International Planned Parenthood Federation (IPPF) to establish a regional training centre in the Middle East. It is envisaged that there would be a primary centre that would work in tandem with various satellite centres throughout the region.

23. There has been a marked increase in collaboration in action programmes at the country level. In India, for example, UNIFEM and UNFPA are supporting various training and information campaigns to promote the importance of disaggregating data by gender in the 1991 census. These are designed to make enumerators and respondents aware of the proper way of identifying and recording women's economic activities. UNIFEM and UNFPA have also teamed up in Mali in an endeavour to link population education and training in family health and family planning with income-generating activities. In China, UNICEF and UNFPA are cooperating in several provinces to provide quality MCH/FP services. In Senegal, as part of a large UNDP/United Nations Capital Development Fund (UNCDF) project for rural co-operatives, UNFPA is funding a component on family life education and training for leaders of local women's groups.

24. An analysis of the responses of Country Directors regarding the impact of the implementation of the strategy at the field level indicates that a considerable amount of inter-agency coordination is taking place, much of it on a regular basis through the JCGP mechanism. Also, there are a number of ad hoc arrangements to enhance coordination; for example, in Ethiopia, there is an inter-agency committee on women in development, which meets periodically to review projects and is carrying out a joint review of WID activities.

D. Technical support

25. UNFPA recognizes that a sizable infusion of technical support is critical if the Fund is to enhance its capacity to deal with issues pertaining to women, population and development. The revision of guidelines and procedures and the provision of training are key aspects of technical support. Another is

the building up of a data base of experts qualified to provide technical advice both on women-specific projects and on mainstreaming women into all aspects of UNFPA programming. The identification of such experts has not been an easy task. Often, candidates experienced in the broad area of women and development lack expertise in the area of population. The combined effect of a limited supply of and high demand for qualified candidates has constrained the Fund's ability to respond effectively to the many requests from headquarters and field offices for experts on women, population and development. It should be noted, however, that there has been excellent cooperation among United Nations agencies in exchanging information about qualified experts. There has also been increased use in recent years of national consultants. This trend, in addition to adding to the pool of available expertise, promotes the goal of involving women nationals in the development process.

26. While the process of amassing a roster of qualified consultants has been slow, progress has been made, especially in the last two years as a result of the computerization of the entire UNFPA consultant roster. This has been accompanied by a major revamping of the Fund's system, which now provides for a more thorough evaluation of consultants' performance and requires a review of the curricula vitae and résumés of respective consultants by the appropriate units within the Fund before they are entered into the system. The system has also been redesigned to permit easy retrieval of potential candidates. UNFPA staff need only to type in the qualifications required -- e.g., women and development and population experience by region/country; evaluation experience; language qualification -- and the system provides a detailed list of experts and their backgrounds. As the UNFPA offices in the field become increasingly computerized, it is anticipated that they will have direct access to this roster.

27. As the Council is aware, UNFPA relies on executing agencies to provide a large amount of technical expertise. Responses from the field indicate that field staff of these agencies often lack a commitment to promoting the women's perspective in developing and implementing programmes. In its review meetings with these agencies, UNFPA has underscored that attention to women, population and development is one of its major programme directions and that this emphasis must be reflected in all areas and at all stages of the programming cycle. Currently, the Fund is in the process of revising its arrangements for the provision of technical support services provided by United Nations agencies and organizations and by NGOs. Details on the proposed arrangements can be found in document DP/1991/35, which is being presented to the Council at this session.

E. Strengthening the role of non-governmental organizations

28. UNFPA is aware of the important role played by grass-roots organizations in promoting women's issues and enabling women to play a more active role in the development process. In its programming, the Fund has therefore tried to identify and strengthen such groups. Country Directors report that there has been increased involvement of women's groups in UNFPA-assisted programmes, but efforts to work with such organizations have not met with uniform success. Many local NGOs have neither the technical resources nor staff to play a key role in project design and implementation. Over the years, UNFPA has attempted to address this shortcoming through its support to The Centre for Development and Population Activities (CEDPA), an international NGO that trains leaders from national NGOs and government. When trainees return to their countries, they form "alumni groups", which have been useful in enabling UNFPA to expand its contacts with local NGOs interested in women, population and development issues.

29. UNFPA will continue its efforts to identify NGOs that could be utilized in programming and to ascertain how UNFPA support could be used to strengthen the capacity of national NGOs. The terms of reference of the PRSD experts on women, population and development pay particular attention to the issue of women's networks and NGOs, and the strengthening of these grass-roots entities is a UNFPA priority.

F. Information support system

30. In order to facilitate the implementation of the strategy, the Fund has made concerted efforts to produce and disseminate relevant information materials on women, population and development. In 1989 and 1990, UNFPA produced four monographs focusing on the situation of women in various geographical areas: Indonesian Women; Jordanian Women; Women in Ghana: An Annotated Bibliography; and African Women. Each of these analyzes the situation of women in the respective countries and assesses the impact that various programmatic interventions have had on improving women's role and status. African Women examines in depth the project implementation cycle in four countries -- Gabon, Guinea-Bissau, Zaire and Zambia -- pointing out how problems in such areas as design, logistics and collaboration have impeded the implementation of these projects. These publications provide useful accounts of lessons learned and have been particularly well received by local organizations engaged in women and development programming.

31. As noted above, UNFPA has issued a considerable number of revised procedures, guidelines, reports and training manuals pertaining to women, population and development. In accordance with the strategy, these have been widely circulated and have been translated into various working languages of the United Nations system.

32. The strategy, when articulated in 1987, called for the setting up of a computerized information retrieval system that would provide easy access to information on the scope and nature of UNFPA support to projects specifically designed to benefit women, as well as on women's aspects in all other projects. This objective has been more difficult to achieve than originally envisaged. First of all, it presented some conceptual problems as to how to capture both text data and financial data across the entire spectrum of UNFPA programming. For example, what format would be used for entering text data? And what assumptions would be made to determine the proportion of project expenditures that could be classified as benefiting women in projects in various work plan categories? The resolution of these conceptual problems was further delayed as a result of efforts to upgrade the Fund's management information system (MIS).

33. Within the past year, some progress has been made on this front. The MIS has been considerably upgraded, new financial software packages have been installed and almost all staff have been trained so that they can access relevant databases. As illustrated in paragraph 8 above, financial data and other information on women-specific projects can be readily obtained from the MIS. Discussions are under way with the Fund's MIS Unit as to the most effective modality for recording and subsequently accessing information on the women's dimensions of projects in other work plan categories. It will be particularly important to have such a system in place as the Fund seeks to increase its emphasis on "mainstreaming" women in all its activities.

II. OVERALL ASSESSMENT

34. From the above discussion of the six primary activities of the strategy, it can be concluded that the strategy has had a markedly positive impact on UNFPA's capacity to deal with issues concerning women, population and development. UNFPA has made considerable progress over last the four years in raising

awareness of gender issues, developing effective advocacy, enhancing collaboration with other United Nations organizations, and increasing programme expenditures in the area of women, population and development. The introduction of new policies and approaches has had a catalytic effect, enabling the Fund to strengthen its capacity to deal effectively with issues concerning women, population and development. UNFPA staff can now certainly be considered "gender aware", and the gender reporting forms accompanying projects and the responses to the questionnaire on the implementation of the strategy document a significant increase in the number of women participating in UNFPA-funded projects. A number of Country Directors indicated that as a result of UNFPA efforts in their countries, about 50 per cent of all candidates receiving UNFPA-assisted training abroad are women. And, as noted above, the total amount of funds expended for women-specific projects increased seven-fold, from $1.2 million to $8.6 millon, in the years 1986 to 1990.

35. Numerous programmatic and organizational developments in the past four years have had a significant impact on women, population and development activities at UNFPA. For example, an increased emphasis on quality programming and the articulation of a strategic and holistic approach to programming through the PRSD exercise have underscored the importance of women's concerns. Decentralization of greater approval authority to the field has enabled Country Directors to readily approve the funds needed to promote the women's dimension. The rotation of staff between field and headquarters has enhanced UNFPA's insight and perspective as to what women at the grass-roots level want and what they can do. The reconstitution of the internal Working Group on Women, Population and Development to include managerial staff of all units has enhanced the effectiveness of this group as a linchpin between the Special Unit for Women, Population and Development and other units within the Fund.

36. In early 1990, a sub-committee of the Working Group issued a report on the Status of Women in UNFPA, which called for, inter alia, reaching a target of 40 per cent female Professional staff at the end of 1991 and attaining a long-term goal of about 50/50 representation of men and women staff members in both the Professional and General Service staff. This report was accepted by the Executive Director as a goal for the Fund. UNFPA is pleased to report that as of early 1991, the representation of women in the Professional category reached 40.5 per cent and, in light of recruitment under way, the percentage of women Professionals is likely to reach 42 per cent by the end of 1991. This significant increase in the proportion of women Professionals -- from just under 35 per cent in January 1989 to 40.5 per cent at present -- has been accomplished without compromising recruitment criteria and demonstrates the Fund's commitment at all levels to serve as a model for enhancing the role and recognition of women.

37. Another Fund-wide change that will have a positive impact on the implementation of the strategy is the introduction of the Performance Appraisal Review (PAR) mechanism. As part of the PAR, each unit has had to draw up an annual work programme that incorporates the major programme priorities of the Fund; these are, in turn, reflected in the work plans of individual staff members. Since women, population and development is one of the Fund's priorities, the PAR system will make it much easier to track each unit's performance on this initiative and will also enhance the accountability of staff members in making women's concerns part of their own performance plans.

38. The existence of an articulated strategy has had a discernible impact on many of the major substantive priorities pursued by the Fund -- the Safe Motherhood Initiative; the emphasis on the girl child and young women; the promotion of quality MCH/FP services; the interrelationship between population and the environment; technical cooperation between developing countries (TCDC); and research and training in integrating population and development. Many of these activities have specifically focused on women's concerns; in those that have not, efforts have been made to assure greater visibility of the women's

dimension. Moreover, these activities have been carried out in close cooperation with UNFPA's partner United Nations agencies. The Amsterdam Declaration, which was adopted by acclamation and issued at the conclusion of the International Forum on Population in the Twenty-first Century (1989), established goals and objectives that are particularly relevant to programming in the field of women, population and development. The Governing Council recognized the considerable importance and relevance of these goals and objectives to national and international endeavours in the population field and noted that this "should be taken duly into account in the formulation of population policies and programmes" (decision 90/35 A, 6).

39. While impressive progress has been made, considerably more remains to be done in order to strengthen UNFPA's capacity to deal with women, population and development. The areas of the strategy requiring more focused attention and greater efforts include: designing and implementing more effective staff training in incorporating women's concerns into all activities supported by UNFPA; monitoring the impact of programming activities on the role and status of women; and strengthening local networks of grass-roots organizations to enable them to accomplish their objectives in the area of women, population and development. The review of the final two years of the strategy has affirmed the validity of all of its elements. The Fund must therefore give continued attention to all of the elements of the strategy if progress to date is to be maintained and amplified. The concluding section of this report will delineate the major directions of the UNFPA strategy for the next four years.

III. FUTURE DIRECTIONS

40. In defining future directions for the strategy to strengthen the Fund's capacity to deal with issues concerning women, population and development, UNFPA, in addition to extensive in-house reviews, has consulted with other United Nations agencies, with representatives of developing countries, with bilateral donors and with NGOs. Moreover, the Fund has taken into consideration the evolving thinking regarding the area of women and development and is especially pleased with the approach that portrays women as essential resources that must be incorporated into the development process.

41. UNFPA has concluded that the strategy has greatly enhanced UNFPA's capacity to deal with issues concerning women, population and development and that the principal objectives and activities of the strategy as set out in document DP/1987/38 remain valid. Based on the experience over the past four years, the Executive Director recommends that the Fund continue to pursue this strategy vigorously during the coming four years, giving special emphasis to the following components: (a) the design of comprehensive training programmes aimed at strengthening the Fund's ability to put women, population and development programming on a firmer operational footing; (b) the development of a comprehensive reporting mechanism to ensure more effective monitoring of the implementation of the strategy; (c) the improvement of the technical dimension of assistance to women, population and development programming; and (d) the strengthening of links with local NGOs to enhance the role of women at the grass-roots level and give them greater visibility in the development process. A brief description of each is provided below.

42. In order to strengthen the Fund's ability to put women, population and development programming on a firmer operational basis, particularly the mainstreaming of women into activities in all work-plan categories, UNFPA will undertake a comprehensive training initiative specifically designed for UNFPA. The training will be targeted at UNFPA staff at various levels, as well as at others involved in the implementation of UNFPA-assisted projects, particularly national counterparts and executing agency staff. The programme will emphasize the practical skills and "tools" needed to incorporate women's concerns into

all areas of the UNFPA mandate. This training initiative is intended to enable staff to translate gender awareness as theory into gender-responsive programming in all sectors of the UNFPA mandate. The high volume of requests from UNFPA staff for practical, operationally-geared training specifically related to UNFPA activities has made it apparent that the implementation of such a training programme should be one of the principal activities for the 1991-1994 period. A major target group of this training will be national counterparts, since experience has demonstrated that the informed commitment of this group is essential to successful programming in the area of women, population and development. Institutional strengthening will be a principal feature of this training initiative. The training will be conducted in close cooperation with regional and country institutions in order to facilitate the transfer of such training skills to the country level and to enhance the participation of local personnel.

43. In order to monitor more effectively the extent to which women are being "mainstreamed" into UNFPA's programming and to ascertain more precise information on the amount of UNFPA's resources channelled to women's activities, the Fund will design a reporting instrument to be used in all stages of the programme formulation and project development and implementation cycles, particularly during tri-partite reviews. This instrument will also enable those responsible for programming to specify "how" women are being mainstreamed into the proposed activity. The reporting form will require quantitative data and financial cost estimates of the activities that are considered to benefit women. The Fund's Special Unit for Women, Population and Development will work with the MIS in designing the format of the reporting form and in setting up a computer programme for recording and retrieving these data. The availability of such information will enable UNFPA to evaluate periodically its progress in mainstreaming women into its activities from both a qualitative and quantitative perspective. In addition, it will enable the Fund to obtain a more precise estimate of the funds it spends for women, population and development programming. As part of this monitoring initiative, UNFPA will attempt to document the impact that a particular operational activity has had on the role and status of women. It should be pointed out, however, that documenting the impact of an activity is a difficult endeavour, both from a conceptual and a measurement perspective. Thus, as part of the UNFPA training programme, staff will be instructed in the design and use of a "gender impact statement". It is envisaged that the enhanced monitoring of women, population and development activities will help UNFPA to gauge the impact of operational initiatives on the situation of women.

44. As part of its overall thrust to improve the technical dimension of its programme assistance, UNFPA will issue technical advisory notes and sector briefing papers on salient topics in the field of women, population and development. Furthermore, the Special Unit for Women, Population and Development will collaborate closely with the various technical branches of the Fund to assure that the women's dimension is actively taken into account in the various substantive areas of the Fund's mandate -- e.g., quality MCH/FP service delivery; gender-specific data collection and analysis; the interrelationship between women's status, education, economic role and reproductive behaviour; and, population and environment linkages. As part of the initiative to augment the technical dimension of women, population and development programming, the Fund will place greater emphasis on the timely dissemination of pertinent research studies to UNFPA staff, technical advisers, and national government counterparts.

45. In order to enhance the role of women at the grass-roots level, and to give them greater visibility in the development process, UNFPA will intensify its efforts to identify appropriate local NGOs to play key roles in implementing activities in the area of women, population and development. Such an intensified effort was strongly urged by the UNFPA Advisory Panel on Women, Population and Development. UNFPA will encourage its Country Directors to set up "local area networks" of organizations that can be utilized

for advocacy and operational work at the country level. The Fund will thus provide support to strengthen the institutional capacity of local NGOs and to train women, particularly in leadership and management skills.

46. UNFPA will continue its awareness-creation activities and advocacy work, realizing that these are the basic and essential tools in the effort to change long-held attitudes towards women. In its advocacy work in each country, the Fund will stress, inter alia, the importance of recognizing and safeguarding women's rights as articulated in the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). UNFPA is aware that in view of the magnitude of needs in the area of women, population and development, it is critical to pursue and expand cooperation with its partner agencies in the United Nations system in a manner that draws on the comparative advantage of each organization and precludes costly redundancy. As UNFPA moves to the next phase of implementing the strategy, it is committed to working with Governments, with other United Nations organizations and with NGOs to significantly improve the role and status of women.